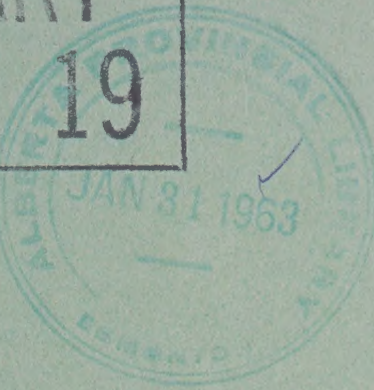


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ANNUAL REPORT

OF THE

Alberta
PUBLIC SERVICE

COMMISSIONER

for the year ended December 31st, 1961

EDMONTON , ALBERTA

Printed by L. S. Wall, Printer to the Queen's Most Excellent Majesty



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ANNUAL REPORT
of the
PUBLIC SERVICE COMMISSIONER
FOR THE YEAR ENDED DECEMBER 31st, 1961

During the year 1961 further progress and improvement in personnel administration practices were made throughout the public service on the basis of The Public Service Commission Act and the Public Service Regulations. The main features of the year were the following:

Edmonton, Alberta.

January 31st, 1962

The Honourable E. W. Hinman,
Provincial Treasurer.

Honourable Sir:

I have the honour to submit herewith the Annual Report of the Public Service Commissioner for the year ended December 31st, 1961.

J. H. HOLLOWAY,

PUBLIC SERVICE COMMISSIONER

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ANNUAL REPORT
of the
PUBLIC SERVICE COMMISSIONER

FOR THE YEAR ENDED DECEMBER 31st, 1961

During the year 1961, further progress and improvement in personnel administration practices were made throughout the public service on the basis of The Public Service Commissioner Act enacted in 1959. The main features of the year's work program were the following:

1. Expansion of the official classification and pay plan to include positions in the Public Health institutions and hospitals and the Alberta School for the Deaf.
2. The preparation and installation of classification and pay plans for the staffs of the Alberta Liquor Control Board, the Alberta Research Council and the Public Utilities Board.
3. Expansion of the employee recruitment and selection system to include a university graduate recruitment program and to provide for the more extensive use of tests and examinations to screen and rank candidates for employment.
4. The initiation of a supervisory training program.
5. The initiation of organization and methods studies.
6. Participation in the development of personnel administration forms and procedures for the purposes of automatic data processing.

These activities are more fully detailed further on in this report.

In 1961, no changes were made in the legislation governing personnel administration, but preparations were made for the consolidation of The Public Service Act and the Public Service Commissioner Act and certain regulations in the form of a single Act for submission to the Legislative Assembly at the 1962 session. The consolidation of various other regulations was also commenced during the latter part of the year.

During the year, the staff force of the Personnel Administration Office was increased in number from 31 to 39 by the addition of one personnel technician and seven clerical employees.

Recruitment, Appointments and Promotions

At the end of 1961, 6951 employees were under the purview of the Personnel Administration Office, as compared with 5916 at the end of 1960. The main bulk of the increase consisted of employees who had formerly been under the direct administration of the departments employing them. This reflects the general trend towards a more centralized system of personnel administration, aiming at more uniform and systematic methods of job classification, recruitment procedures and establishment and pay control.

During the year a total of 2499 new appointments to positions in the public service were processed through the Personnel Administration Office. These comprised 1617 appointments of new employees and 882 appointments arising from promotions and transfers.

Of the 1617 new appointees, 968 were selected on the basis of competitions organized by the recruitment branch of the Personnel Administration Office in co-operation with the departments concerned, and the remainder were hired directly by the departments. The main groups to which the efforts of the Personnel Administration Office were directed were the clerical group (practically all clerks, typists and stenographers being hired on the basis of competitive examination) and social workers required by the expanding programs of the Department of Public Welfare. A large number of other competitions were run as the occasion required for the selection of appointees to specific positions. The statistics for these various competitions are tabulated below.

Applications received from clerks, typists, and stenographers	2,744	
Rejected before examination	300	
Invited to examination	2,444	
Applicants examined	1,427	
Number employed	520	
Applications for social worker's positions		550
Social workers employed	70	
Applications on other competitions		4,386
Hired through other competitions	355	
Hired through University recruitment	23	
Total Employed -		968
Total Applications -		7,680

During the year several hundred unsolicited applications for employment were received by the office, but the number was less than in preceding years, as it was now becoming more widely known that applications unrelated to particular vacancies, except in the clerical classes, are generally of little avail.

Tests and examinations of clerical applicants (clerks, stenographers and typists) were run continuously and at frequent intervals at Edmonton in order to meet the steady demand of the departments for office employees. Arrangements were also made for giving clerical tests on a more limited scale at Calgary. This activity and other personnel administration services required to meet the needs of government branches in the southern part of the province has made it necessary to establish a small branch office at Calgary, which will come into regular operation early in 1962.

Many departments have an annual need to recruit University graduates for professional or specialized classes of work, and in order to meet that demand, a systematic University recruitment program has been developed. This involves first ascertaining in the fall of the preceding year each department's anticipated requirements for new graduates, preparing the necessary advertising and early in the following year, interviewing and appraising the qualifications of applicants from the current graduating class of the University. This procedure was brought into successful operation in 1961, with the result that 23 new graduates were engaged for employment in the public service.

The number of married women employed in the provincial service continued to increase during 1961, but in proportion to the total number of women employed, dropped back percentagewise to about the 1959 level. The figures for 1957 to 1961 inclusive are as follows:

	1957	1958	1959	1960	1961
Number of women					
Retained after marriage	107	143	165	164	173
Number of married women recruited	358	243	312	304	358
Number of married women who resigned	353	284	411	370	525
Number of married women					
employed at end of year	811	913	979	1077	1236
Married women employed at end of year					
as percentage of					
total female employees	34.2%	37.4%	38.7%	40%	38.3%

Table I shows by departments the number of positions filled by recruitment from outside the service and by promotion and interdepartmental transfers during the year, together with staff totals as at the end of the year. In 1961, 1617 new employees entered the service, as compared with 1360 in 1960, and 879 employees were promoted or transferred with immediate or eventual prospect of advancement, as compared with 674 in 1960.

These figures indicate that the movement of employees into and within the service occurred relatively more frequently in 1961 than during the preceding year. The corollary to this, of course, is that the movement of employees out of the service, which created the vacancies that had to be filled, was also more frequent. Tables II and III show a total of 1475 employees left the service during the year and by deducting this figure from the figure of 1617 new employees mentioned above, it is seen that the net increase in the total number of employees was 142 or about 2.4 per cent. This is a comparatively modest figure, appreciably lower than what might have been expected in view of the fact that in 1960 the employee total did not increase but was reduced by 7 during that year.

Staff Losses

Figures on staff losses and the recorded causes thereof are set out by the departments in Tables II and III.

The number of resignations of permanent employees presents some cause for concern in that this figure increased to 660 from the 1960 figure of 359, and is much higher in proportion to the permanent staff total than for any other year since 1956. The number of resignations of temporary employees however, dropped from 953 in 1960 to 676 in 1961.

In all but four departments - Agriculture, Labour, Lands and Forests and the Treasury - the number of losses by resignation of permanent employees were from two to three times as great as in 1960. There is some evidence that in those departments where these losses were heaviest, they were probably stimulated by disappointment over the salary adjustments that resulted from implementation of the official pay plan in 1960; and, as Table III shows, almost half the number of those who resigned did so in order to take other employment or for no stated reason, and since that proportion is appreciably greater than it has been in preceding years, it may be assumed that dissatisfaction over salary levels was the main cause of these departures from the service.

In view of the fact that the rate of loss amongst permanent employees was heavy, but was relatively light amongst temporary employees, largely consisting of probationers in their initial employment year, it would seem evident that although starting salaries in the service are adequate to attract new employees, the overall salary scales for a number of classes fall short of the standards necessary for the successful retention of experienced personnel. Initial studies of prevailing rates for certain classes that were made in the latter part of the year tended to bear out that conclusion, and arrangements were later made to have a complete pay survey undertaken early in 1962 with the object of making adjustments in any pay scales that might be found deficient.

Classification and Pay

In March, 1961, some 2900 positions in the mental hospitals and sanatoria of the Department of Health and in related branches of the public service were brought under the official classification and pay plan. The total number of positions now classified under the plan exceeds nine thousand.

Later in the year, following Joint Council and Executive Council consideration of the problem, it was generally conceded that special pay scales of a higher relative standard than those

prevailing elsewhere in the service would have to be provided for medical and dental officers in view of the difficulties experienced in recruiting and retaining personnel in that class. Medical officers' positions were therefore excluded from the general pay plan and were dealt with under a separate salary schedule which provided annual salaries ranging from \$9,000.00 per annum for junior medical and dental officers to \$21,000.00 for specialists in the field of cancer services. This schedule was brought into effect by Order-in-Council 1345/61.

Throughout the year, the Classification Appeal Board continued to deal with the numerous appeals that arose from installation of the new classification plan in 1960. By the end of the year, approximately 1700 appeals had been reviewed since September, 1960, 505 appeal hearings had been held, 181 appeals had been allowed, wholly or in part, some 1450 had been refused and about 330 now remain for further review and decision by the Board; this last figure includes the appeals received in the fall of 1961 from employees of the hospitals and institutions whose positions were brought under the classification plan in March.

In July, 1961, Prof. John F. Kyle, of the University of Alberta, retired from membership on the Board, and was succeeded by Prof. W. A. Preshing. The other members of the Board are the Public Service Commissioner and Mr. R. A. Harrison, General Secretary of the Civil Service Association of Alberta.

A number of minor changes in the classification and pay plan were made during the year. These resulted mainly from the establishment of new positions and reviews of the allocations and salary scales of various existing positions that were carried out by the classification staff.

In the fall of the year, some dissatisfaction with the structure of the clerical class series was expressed by some departments and several proposals for the revision of the series were studied. There was some difficulty in reaching agreement as to the nature of the problem and as to whether it was serious enough to warrant any permanent departure from the basic principles of the classification plan, but it was finally agreed that a broadening of the pay ranges for the lower clerical classes might alleviate most of the departmental difficulties. This suggestion was referred to the Executive Council for consideration at the end of the year.

Another proposal that was studied during the latter part of the year came in the form of a request by the Civil Service Association for a general one-grade increase in the pay scales for all classes of positions under the classification plan. This had the merit of simplicity, but it was open to the objection that while increases for some classes might be warranted, there were prob-

ably others that were not in need of pay adjustment. The Executive Council therefore refused this request and directed the Personnel Administration Office to carry out the class-by-class pay survey mentioned above and to recommend pay scale changes where the level of prevailing rates and the incidence of recruitment and retention problems indicated the desirability of adjustments. It is expected that this study will take about three months and that the anticipated recommendations will be made in late April, 1962.

Organization and Training

A personnel administration and supervisory training program was begun during the year with a course of lectures given to the staff of the Personnel Administration Office by Mr. M. F. Joonson, who is being retained as a consultant in connection with the general development and improvement of the government's personnel administration operations. A similar course was later given to the departmental personnel officers, and the response to it was most gratifying.

The success of the latter course was sufficient to stimulate interest in this form of training amongst many other departmental officials, and towards the end of the year, plans were made to provide a more intensive course of this kind for supervisory and senior officers in charge of departmental divisions and branches. The first of these courses was to be given to officials of the Department of Lands and Forests early in 1962.

It is believed that this approach to improved staff management and organization is more effective and acceptable than the alternative of utilizing methods and operations experts who came in and survey an organization and make recommendations for its improvement. They are too often liable to be regarded as unwelcome and critical intruders by operating officials and their recommendations may not be too enthusiastically received if they do not manage to gain the confidence and respect of those whose operations are being examined. On the other hand, if operating officials are given appropriate general training in the principles of organization and management and are encouraged to apply those principles to their own operations, they will themselves be able to effect improvements in their organization and procedures without the feeling that any criticism of their management is implied or that they are being made to carry out someone else's ideas. If they are told how to do it instead of being told what to do, they will undertake changes more willingly and the results in the long run are likely to be generally more effective than when proposals for improvement emanate from outside the organization.

It is hoped therefore, that this program of training can be

extended throughout the service in the near future, and with that in view, it is proposed to augment the staff of the Personnel Administration Office by adding to it two or three training officers whose services may be made available to the departments on a continuing basis.

Hours of Work and Attendance

During 1961, no changes were made in the hours of work for provincial employees and no material problems arose in that connection.

During the latter part of the year, some minor changes in the sick leave regulations, the military training leave regulations and in the regulations respecting statutory holidays were agreed to, and these are to be incorporated in the consolidated regulations that are being drafted for re-enactment in 1962.

The average rate of absenteeism among employees who are required to record their attendance was again slightly lower than for the preceding year. The per capita time lost was 7.43 days (as compared with 7.48 and 7.68 days for 1960 and 1959 respectively), of which 5.63 days per capita were allowed with pay as leave occasioned by illness, bereavement, etc.

Under the educational leave regulations, leave to take post-graduate or special training was granted during the year to a total number of 30 employees, of whom 27 were allowed part pay during their absence from duty. The periods of leave ranged from a few weeks to one year. Those granted leave comprised 15 employees of the Department of Education, 7 of the Department of Agriculture, 5 of the Department of Lands and Forests and one each of the Departments of the Attorney General, Industry and Development and Public Welfare.

Suggestion Award Plan

Because of the Commissioners preoccupation with classification appeal cases and the general demands of the developing personnel administration program, the Suggestion Award Board was unable to hold any meetings during the year and a separate report on the suggestion award plan is therefore not presented. About 40 suggestions were received during the year and were referred to the departments concerned for appraisal. These and other earlier suggestions that were under consideration have been followed up as far as possible by the Board's secretary. The Board intends to resume regular meetings early in 1962.

Other Activities

The preparation of classification and pay plans for the Alberta Liquor Control Board, covering some 748 positions, the Alberta Research Council, covering some 63 positions, and the Public Utilities Board were major extra-mural activities during 1961.

In August, 1961, senior officers of the Pay Research Bureau and the Labour Statistics Branch, Ottawa, visited the office and discussions were held that led to systematic arrangements for the future exchange of data and reports on salaries, fringe benefits and employment conditions. The liaison established with these agencies has been most valuable in dealing with salary problems.

During the year, the office staff has collaborated closely with the staff of the new Data Processing Centre in the development of forms and procedures required to permit the automatic processing and recording of personnel transactions. The availability of electronic data processing is expected to ease considerably the task of personnel and position record-keeping which occupies several members of the Personnel Administration Office staff. This, together with the proposed consolidation of the Acts and regulations, should effectively facilitate and speed up our operations and contribute to greater efficiency in the routine work of personnel administration.

Seventeen regular and special meetings of the Joint Council were held during 1961. Sixteen of these meetings were attended by the undersigned and several by the chief classification officer. Representatives of the Personnel Administration Office attended most of the meetings of the departmental personnel officers, and the undersigned attended several of the meetings held monthly by the deputy ministers. These contacts with the departments and the Association, as well as the frequent informal discussions that were held with their officers between meetings, have been most useful in aiding the progress of our operations and in developing mutual understanding of the personnel management problems and aims that are of common concern.

Respectfully submitted,

J. H. HOLLOWAY

PUBLIC SERVICE COMMISSIONER

TABLE I
RECRUITMENTS, PROMOTIONS AND STAFF TOTALS, 1961
OF EMPLOYEES UNDER THE PURVIEW OF THE PUBLIC SERVICE COMMISSIONER

Department	Number of Positions Filled by Recruitment		Number of Positions Filled by Promotion		Number of Positions Filled by Interdepartmental Transfers		Total Appointments		Full-Time Staff Number as at December 31, 1961		Total
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
Agriculture	48	62	12	12	9		143		396	198	594
Attorney General	117	99	40	25	8		289		786	391	1177
Education	78	91	15	24	14		222		360	322	682
*Executive Council	2	9	—	5	3		19		16	31	47
Highways	134	117	29	11	36		327		607	287	894
Industry and Development	6	12	—	10	2		30		55	64	119
Labour	8	28	5	8	3		52		179	119	298
Lands and Forests	152	32	42	18	14		258		571	199	770
*Legislation	10	13	9	12	31		75		71	61	132
Mines and Minerals	13	36	7	11	8		75		92	113	205
Municipal Affairs	18	30	14	15	6		83		213	155	368
Provincial Secretary	7	21	—	8	3		39		91	73	164
Public Health	8	47	1	9	5		70		64	199	263
Public Welfare	38	143	19	22	9		231		147	274	421
Public Works	27	17	16	8	4		72		197	57	254
Treasury:											
General Administration	—	8	1	5	1		15		15	19	34
Purchasing Agency	—	2	—	3	2		7		9	21	30
Queen's Printer	5	—	—	—	—		5		41	22	63
Treasury Branches	56	123	158	144	6		487		199	237	436
Totals	727	890	368	350	164		2499		4109	2842	6951

*Executive Council includes Premier's Office, Executive Council Office, Legislative Assembly and Personnel Administration Office staffs.

*Legislation includes Provincial Auditor's Office and Provincial Library staffs.

T A B L E I I
STAFF LOSSES 1961
P—Permanent Appointees T—Temporary Appointees

Department	Resignations		Dismissals		Retirements		Deaths		Total Staff Losses		Percentage Totals Based on Staff Totals at December 31st, 1961
	P	T	P	T	P	T	P	T	T	P	
Agriculture	37	51	2	—	2	1	2	—	43	52	16.0
Attorney General	71	70	9	3	18	2	2	—	100	75	14.9
Education	72	74	4	—	5	1	3	—	84	75	23.3
*Executive Council	6	8	—	—	—	—	—	—	6	8	29.8
Highways	67	85	3	—	7	—	1	—	78	85	18.2
Industry and Development	9	14	—	—	3	—	—	—	12	14	21.8
Labour	18	19	3	—	—	—	1	—	22	19	13.8
Lands and Forests	56	47	5	—	2	—	3	—	66	47	14.7
*Legislation	10	18	—	—	1	—	1	—	12	18	22.7
Mines and Minerals	22	24	1	—	—	1	—	—	23	25	23.4
Municipal Affairs	35	13	—	—	1	—	—	—	36	13	13.3
Provincial Secretary	14	13	2	—	2	—	—	—	18	13	18.9
Public Health	53	33	1	—	—	—	—	—	54	33	33.1
Public Welfare	41	72	7	—	—	—	1	—	49	72	28.7
Public Works	48	35	4	—	23	19	4	—	79	54	52.4
Treasury (including Treasury Branches)	93	88	4	—	4	—	1	—	102	88	33.7
Totals	—	—	—	—	—	—	—	—	—	—	—
	652	664	45	3	68	24	19	—	784	691	21.2

*Executive Council includes Premier's Office, Executive Council Office and Personnel Administration Office staffs.

*Legislation includes Provincial Auditor's Office, Provincial Library and Legislative Assembly staffs.

TABLE III
REASONS FOR TERMINATIONS OF SERVICE (1961)

Department	To Be Married	To Take Another Position	Transfer of Family Domicile	To Health	To Study	Family Illness	No Reason Given	Temporary Employment Expired	Discharged or Dismissed	Retired	Deceased	Total
Agriculture	15	11	5	—	4	3	12	38	2	3	2	95
Attorney General	24	21	16	3	8	—	57	12	12	20	2	175
Education	24	39	9	4	14	—	35	17	4	6	3	159
*Executive Council	7	3	1	1	—	—	1	1	—	—	—	14
Highways	29	26	9	5	6	5	13	59	3	7	1	163
Industry and Development	10	2	—	1	3	—	7	—	—	3	—	26
Labour	11	5	1	4	1	1	13	1	3	—	1	41
Lands and Forests	14	4	2	4	9	1	14	54	5	2	3	113
*Legislation	5	3	2	1	—	—	6	11	—	1	1	30
Mines and Minerals	8	4	8	2	2	1	20	1	1	1	—	48
Municipal Affairs	12	5	5	—	4	—	21	1	—	1	—	49
Provincial Secretary	7	3	2	1	4	—	9	1	2	2	—	31
Public Health	17	15	10	4	2	—	32	5	1	—	—	87
Public Welfare	22	13	12	7	18	1	33	6	7	—	1	121
Public Works	5	30	7	2	8	—	18	13	4	42	4	133
Treasury (including Treasury Branches)	45	38	16	10	15	2	43	9	4	4	1	190
Totals	255	222	105	49	98	14	334	229	48	92	19	1475

*Executive Council includes Premier's Office, Executive Council Office and Personnel Administration Office staffs.

*Legislation includes Provincial Auditor's Office, Provincial Library and Legislative Assembly.

